Between the Military and the Police: PSP and GNR Officers’ attitudes to Public Administration Policies

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1. Context

2. Research Methodology

3. Results & Discussion

4. Conclusions
What are the attitudes of GNR and PSP officers towards changes brought about by the reform and restructuring process that these institutions underwent within the framework of on-going reforms in Public Administration?

1. Context

Lack of studies on police reforms

No studies on the attitudes of Security Forces personnel

Increase knowledge about Security Forces

New reform of the Security Forces is scheduled

Justifications

Motivations
1. Context

Public Administration Reform to the Security Forces’ Reform

2005

Resolution of the Council of Ministers nr. 124/2005

PRACE

Diagnostic study

2006

Rationalising Study on GNR and PSP structures

Accenture

Policy decision-making

2007

Internal Security Model Reform

IPRI / UNL

Legislative process

GNR PSP

Resolution of Ministers nr. 44/2007

GCS

Technical implementation studies

New Reform?

GNR PSP

Resolution of the Council of Ministers nr. 44/2007

GNR Reform / PSP
1. Context

Defining the Object of Study

ARMED FORCES
- NAVY
- ARMY
- AIR FORCE

SECURITY FORCES
- GNR
- PM
- PSP

SECURITY SERVICES
- PJ
- SEF
- SIS

MILITARY
MILITARIZED
CIVILIAN
1. Context

Defining the Object of Study

POLICE FORCES FOCUSED ON COMPLYING FULLY WITH THE BASIC DUTIES OF THE INTERNAL SECURITY SYSTEM

PREVENTION, PUBLIC ORDER, CRIMINAL INVESTIGATION AND INTELLIGENCE
1. Context

Explore and discover an organizational area which is understudied in Portugal

Analyse the attitudes of GNR and PSP officers towards the changes brought about by the reform and restructuring process

Increase and update knowledge about Portuguese police forces

Goals
2. Research Methodology

Research strategy: quantitative research

Documental analysis
Semi-structured Exploratory Interviews
Questionnaire surveys

Sample 507
250 GNR + 257 PSP

Population 1,490
712 GNR + 778 PSP

Proportionate Stratified Sample

Senior Officers
(111 GNR + 58 PSP)

Captains/Commissioners
(91 GNR + 52 PSP)

Junior Officers
(48 GNR + 147 PSP)
## Proportionate Stratified Sample

<table>
<thead>
<tr>
<th>Ranks</th>
<th>Police Forces</th>
<th>Police Officers Population 2010</th>
<th>Stratum Weight</th>
<th>Sample Size</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>GNR (Military Status)</td>
<td>PSP (Civilian Force)</td>
<td>GNR</td>
<td>PSP</td>
</tr>
<tr>
<td>Colonel (OF-05)</td>
<td>GNR</td>
<td>PSP</td>
<td>58</td>
<td>31</td>
</tr>
<tr>
<td>Lieutenant Colonel (OF-04)</td>
<td>GNR</td>
<td>PSP</td>
<td>165</td>
<td>34</td>
</tr>
<tr>
<td>Major (OF – 03)</td>
<td>GNR</td>
<td>PSP</td>
<td>95</td>
<td>112</td>
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<tr>
<td>Captain (OF -02)</td>
<td>GNR</td>
<td>PSP</td>
<td>258</td>
<td>157</td>
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<tr>
<td>Lieutenant (OF -01)</td>
<td>GNR</td>
<td>PSP</td>
<td>99</td>
<td>444</td>
</tr>
<tr>
<td>Second Lieutenant (OF-01)</td>
<td>GNR</td>
<td>PSP</td>
<td>---</td>
<td>37</td>
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<tr>
<td>Total</td>
<td>712</td>
<td>778</td>
<td>1,00</td>
<td>1,00</td>
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</tbody>
</table>
2. Research Methodology

UNIT I
Individual Data

UNIT II
Professional situation and trajectory

UNIT III
Public Administration Reform / Modernisation Policy

UNIT IV
Knowledge / Information / Training on reform / modernisation

UNIT V
Police Work

Questionnaire Survey

Introductory Note
2. Research Methodology

Conceptual Model

Public Administration  
Ministry of Internal Affairs

Perceptions on the Administration Reform/Modernisation Policy  
Mediator Variable

Personal and Professional Attributes  
Independent Variable

Conceptions of Police Work  
Independent Variable

Knowledge and Training on Public Administration Reforms  
Independent Variable

Officers’ attitudes concerning to the GNR and PSP restructuring processes  
Dependent Variable

H3
The GNR and PSP Officers’ perception on the administration reform/modernisation policy **plays a mediation role** on the relationship between the **personal and professional attributes of the Officers** and their attitudes concerning to the GNR and PSP restructuring processes.

The GNR and PSP Officers’ perception on the administration reform/modernisation policy **plays a mediation role** on the relationship between **knowledge and training on public administration reforms** and the Officers’ attitudes concerning to the GNR and PSP restructuring processes.

The GNR and PSP Officers’ perception on the administration reform/modernisation policy **plays a mediation role** on the relationship between **conceptions of police work** and the Officers’ attitudes concerning to the GNR and PSP restructuring processes.
3. Results & Discussion

**Age Groups**
- 24-29: 17.2%
- 30-34: 18.2%
- 35-39: 12.1%
- 40-44: 13.6%
- 45-49: 21.7%
- 50-54: 14.4%
- 55-59: 2.8%

**Marital Status**
- Single: 10%
- Married: 7%
- Non-marital partnership: 17%
- Divorced: 66%

**Academic Qualifications**
- Third cycle (junior high): 16%
- Secondary education: 19%
- Bachelor’s degree: 5%
- Licentiatesship degree: 43%
- Post-graduation: 0%
- Master’s degree: 1%

**Main Professional Functions**
- **Command**: 57.8%
- **Directorate or Chieftaincy**: 19.7%
- General Staff/Advisory/Supervision: 14.2%
- Inspection/Enforcement/Teaching: 8.3%
3. Results & Discussion

“Stable, independent and interesting job that is useful to society”
“Pride to work for the Institution”

“Remuneration received”
“Career falls short of expectations”

“Future career and promotion opportunities”

“Work more hours and earn more money”
“Prestige of the security forces related to the public recognition of the value of the service provided to citizens”
### 3. Results & Discussion

#### Degree of satisfaction with the profession

<table>
<thead>
<tr>
<th></th>
<th>N</th>
<th>Min.</th>
<th>Max.</th>
<th>Mean</th>
<th>SD</th>
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<tbody>
<tr>
<td>Global</td>
<td>506</td>
<td>1</td>
<td>10</td>
<td>6.70</td>
<td>1.661</td>
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<tr>
<td>GNR</td>
<td>248</td>
<td>1</td>
<td>10</td>
<td>6.92</td>
<td>1.499</td>
</tr>
<tr>
<td>PSP</td>
<td>257</td>
<td>1</td>
<td>10</td>
<td>6.50</td>
<td>1.783</td>
</tr>
</tbody>
</table>
3. Results & Discussion

Knowledge

- Activity carried out by the public administration is in average effective

- Low participation in Ministry of internal affairs simplification activities (last 3 years)

Training

- Low participation in training initiatives and conferences on Public Administration Reform (PAR)

- The majority consider it necessary to undergo further complementary vocational training

PAR – Public Administration Reform
3. Results & Discussion

Simplification and reducing bureaucracy measures

- Internal Level – Social Portals/Restructuring of official websites
- New Policing Programmes On-line interaction

EFFECTS

- External Level – simplification and democratisation of access
- Effects produced fall far short of the intended
3. Results & Discussion

Variable similarities – integration/specialisation/standardisation/formalisation/centralisation and configuration

Low activity structure high authority concentration

Security Forces restructuring process

EFFECTS

GNR and PSP Functioning

In general, more similarities than differences in the organisational design

More mechanistic structural configurations
Officers consider themselves **averagely aware** of the simplification and debureaucratization measures implemented by MAI.

↑ Social portals and electronic management system of documents seized from citizens.

**No effect:**
- Reduction of the number of civil servants;
- Replacement of the traditional remuneration system by performance based salary;
- Employee performance assessment by external entities.

Probable obstacles public administration modernisation (On average identify)
- Lack of political will;
- Financial costs of reforms.

↑ **Number of positive assessments** (on average):
- Computerisation of services;
- Simplification of communication and procedures;
- Coordination/communication among public administration bodies.
The implemented measures that benefit the people polled concern:

↑ Occupational independence;

↑ Occupational safety/stability.

Measures with more negative effects:
- GNR and PSP retirement regime reform.

Common measures considered with more positive effects:
- Creation of shared services common to the two forces;
- Proper articulation of areas of responsibility.
3. Results & Discussion

In order to test the mediation model we followed Baron and Kenny’s (1986) three-step procedure.
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3. Results & Discussion

The results show that... They have a positive effective...

Conceptions of Police Work (Work Environment)
β = 0.179*

Conceptions of Police Work (Vocation)
β = 0.155*

Perceptions on the Administration Reform/Modernisation Policy (Effects of the Public Administration modernisation measures)
β = (0.127*) 0.082

Perception on the Administration Reform/Modernisation Policy (Effects of the simplification and reducing bureaucracy measures implemented by Ministry of Internal Affairs)
β = (0.107*) 0.078

Officers’ attitudes concerning to the GNR and PSP restructuring processes
β = 0.259*

β = 0.189*

* p < 0.05  ** p < 0.001

Full Mediation Effect
3. Results & Discussion

The results show that... They have a positive effective...

Knowledge and training on Public Administration reforms (Training Utility)

Perceptions on the Administration Reform/Modernisation Policy
(Effects of the Public Administration modernisation measures)

β = 0.171*

β = 0.232*

* p < 0.05  ** p < 0.001

Officers’ attitudes concerning to the GNR and PSP restructuring processes

Knowledge and Training on Public Administration Reforms

Perceptions on the Administration Reform/Modernisation Policy
(Effects of the simplification and reducing bureaucracy measures implemented by Ministry of Internal Affairs)

β = 0.192*

β = (0.148*)  0.107

β = (0.168*)  0.118

* p < 0.05  ** p < 0.001
3. Results & Discussion

Conceptions of Police Work

Knowledge and Training on Public Administration Reforms

Hypotheses 2 e 3 Validated

Public Administration Reform/Modernisation Policy

Mediator Var.

Perceptions on the Administration Reform/Modernisation Policy

Ministry of Internal Affairs

Hypotheses 1

Hypotheses 2

Hypotheses 3

Officers’ attitudes concerning to the GNR and PSP restructuring processes

Dependent Var.
4. Conclusions

The 2007 Reform did not attain the final status desired

Ambiguities and overlapping of the Security Forces’ responsibilities

Rationalisation of structures and management of means

Organisational change resulted from external factors to the Security Forces

Adaptive responses by both organisations
4. Conclusions

- Logic of cost reduction/organisational cultures
- Resistance to reform/changes imposed by law
- Release of staff/civilian work posts and closure of military posts/police stations
- Insufficient translation of proposals in legislative measures
- Stable structure of Officers’ opinions and behaviours
4. Conclusions

POLICY
(Strategic Vision/ Definition of the Implementation Model)

2007/2008 Reform

New Reform?

ORGANISATIONAL
(Dimension/multidisciplinary/implementation/monitoring)

GNR PSP

HUMAN
Decision-maker/Techno-structure/Credibility)

GNR PSP